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The work has a good index and is rendered serviceable to the investigator by a list of authorities and a synoptic table of sources from the fifth century down to the seventeenth.

To the lawyer, the work renders accessible the origins of many legal institutions hidden either in the period previous to ordinary texts, or the equally sealed foreign treatises, while to the student of the period, it gives the legal and political framework of society and the structure upon which it grew, in a scholarly and at the same time most interesting way.

FREDERIC C. HOWE.

Cleveland.

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*A History of the English Poor Law in Connection with the State of the Country and the Condition of the People.* By SIR GEORGE NICHOLLS, K. C. B. New edition containing the revisions made by the author and a biography by H. G. Willink. Two volumes. Pp. lxxviii, 384; vii, 460. Price, \$10.00. New York: G. P. Putnam's Sons, 1898.

This new edition of Nicholls' "History of the English Poor Law" will be thoroughly appreciated by a large circle of readers, including students of several of the social sciences. It is already well known as a standard work of great value, but has been for several years comparatively inaccessible. The present edition is moreover a fine piece of bookmaking and with the third volume, bringing the history down to date, to be written by Mr. T. Mackay, and to be ready by the end of this year or early in 1899, will constitute a work indispensable to those interested in the social history of the century.

Sir George Nicholls was peculiarly fitted for the preparation of the work under review. No other man had been associated with the administration of the English poor laws for so long a time or had occupied so many important posts connected with the execution of those laws at the time when the modern poor law was being reconstructed to meet the needs of the industrial changes of this century. Nicholls, while a resident of Southwell, where in 1821 he became overseer of the poor, had succeeded in bringing about reforms in those trying days of reckless expenditure for the poor throughout England. In 1821 the amount expended in Southwell was over \$3.00 per capita of the population, or about \$10.000 per annum. By 1823-24, through the introduction of the workhouse and the collection of poor rates from all classes of the population, Nicholls succeeded in reducing the total amount to \$2500, where it

remained on the average for the nine following years. This experiment, together with a similar one at Bingham, had considerable influence upon the commissioners of inquiry appointed in 1832, and the principles of reform there worked out constituted the backbone of the great amendment act of 1834. The execution of this important measure was entrusted by the government to Mr. George Nicholls, together with two other commissioners. Mr. Nicholls served in this capacity until 1847 when he became permanent secretary of a newly constructed poor law board which took the place of the old commissioners, a position which he occupied until his resignation in 1851 on account of ill health. In the meantime he had been chiefly instrumental in the framing and inaugurating of the Irish poor law. After his resignation Sir George at once began his histories of the English, Scotch and Irish poor laws. All three works were finished, the Irish history last and the English first, by the end of 1856. In the new edition cross references are made to the Scotch and Irish histories.

Much of the interest attaching to Nicholls' "History of the English Poor Law" is due to the spirit in which the work is conceived. Not only legislation strictly applying to the poor is considered, but much social legislation of a related character. Attention is also given to the life of the people and the state of public opinion as influencing and being influenced by such legislation. Economic history was not so commonly written in Nicholls' day nor had the recent tendency among historians to deal with the social life of the people made itself felt. Yet it is in this spirit that he attempts to trace the history of the English poor law and its administration from the time of the Norman conquest down to the year 1853. The work is divided into four parts covering the following periods: (1) From the Saxon period and the Norman invasion to the end of Elizabeth's reign, which may be regarded as the period in which the English poor law grew up. Indeed, the system has departed to this day but little in fundamental principles from the statement it received in the act, 43 Elizabeth, cap. 2, in the year 1601. (2) From the accession of James I. to the end of the reign of Anne, which may be styled the period in which the details of administration of the Elizabethan laws were worked out. (3) From the accession of George I. to the end of the reign of George III. (1820), which was the period of wild but instructive experiment in all sorts of deviations from and substitutes for the rigid principles of the Elizabethan system. (4) From the accession of George IV. to the end of the fiscal year 1852-53, during which time the Elizabethan laws were restated in the great amendment act of 1834. This was

done after the most minute parliamentary inquiries into the existing evils and proposed remedies. During this period also the problems of national administration of poor relief were dealt with, first by a system of commissioners appointed by the government and later by a larger number of appointees constituting a poor law board. These four parts are treated in about equal space though the treatment of the last is more technical and less reference is made in it to the social history of the time.

The work as a whole is valuable to American students because it is a complete account, within well-defined limits, of one of the largest and most important series of experiments in social legislation of which there is any record. It deals also with a people closely allied to us in their temperament and manner of life, and furthermore with a system of principles which both consciously and unconsciously have been adopted, partially at least, in almost every American state in dealing with its poor. Mr. Nicholls may not be the most impartial recorder of the later events in this story in which he played so important a part. There are other treatises which deal more fully and satisfactorily with particular problems in the English poor law, but there are few works of a general character to compare with Nicholls' and there is none that gives a more concrete and faithful record of events with constant reference to contemporaneous and official records. In the later portions of the work it is of course clear that Mr. Nicholls is a firm believer in the English poor law principles as restated in the amendment act of 1834, and that he believes that future legislation needs but to complete and provide for the administration of this system rather than depart radically from it. This position has been called in question by so many able authorities of late that it may be interesting in this connection to call attention to the Report of the Select Committee of the House of Lords on Poor Law Relief, published in 1888, and to the two volume report of the Royal Commission on Aged Poor, published in 1895, and to various other public and private documents recently printed bearing on the poor law and the insurance schemes discussed in England. Probably at no time has the whole system had to face so much critical examination as within the past decade. The result, however, has been a very slight modification of the principles of the old poor law and those mostly in connection with its administration. Mr. Mackay, in the proposed third volume, completing the history from 1853 down to date, will have no easy task, but will enjoy the advantage of dealing with a period in which he can count on more intense interest from the general reader, though it is a period in no wise more instructive for the

student of social life and social experiment than that covered so well in the volumes under review.

SAMUEL McCUNE LINDSAY.

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*The Empire and the Papacy, 918-1273.* Periods of European History II. By T. F. Tout. Pp. vii, 526. Price, \$1.75. New York: The Macmillan Company, 1898.

This is a most satisfactory summary of the strictly mediæval period of European history. The title is a little unfortunate, for, while it indicates the main theme, it is too narrow for this volume which includes a short account of the crusades, of the Eastern Empire, of the growth of Christian Spain, and of the development of France. Affairs in England or the north of Europe are touched upon only incidentally. Although the political history forms the substance of the work, developments within the church and the general movements of thought are discussed briefly. In fact, for this period political history would be unintelligible without some statement of the ideas which controlled the minds of men, and especially of those which were dominant in the church.

The workmanship is excellent. Most of the chapters are necessarily compiled from secondary works, but it is evident almost everywhere that the author has some familiarity with the sources, and in some places that the work is based immediately upon a critical knowledge of the original material. Frequent cross-references make the narrative easy to follow. Each chapter is supplied with a brief bibliographical note which can be cordially recommended as a most useful guide for students. We regret that brevity has dictated the omission of some works but nothing useless is mentioned. The volume as a whole is admirably fitted either for conveying a general knowledge of the period, or as an introduction to more extensive study.

The introductory chapter, the explanation in Chapter III of the union of church and state, the account of the Cluniac Reformation, the description of the Latin kingdom of Jerusalem, and the chapter on the twelfth century renaissance are especially to be commended. On matters of controversy the author is not always satisfactory. His summary of the investiture strife is done with skill, but not with entire success. Some of the other statements would be more accurate if made less strong. But this fault seems inevitable in attempting to put so much matter into so small a space.

Finally, the work is adequately supplied with apparatus; the maps are clear and really illustrate the text; the genealogical tables